United Nations

Report of the Joint Inspection Unit

General Assembly

Official Records • Forty-seventh Session
Supplement No. 34 (A/47/34)

Report of the Joint Inspection Unit

General Assembly
Official Records · Forty-seventh Session
Supplement No. 34 (A/47/34)

United Nations · New York, 1992

NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

ISSN 0255-1969

CONTENTS

Chapter		Paragraphs	Page
	FOREWORD*		
I.	INTRODUCTION	1 - 5	1
II.	PARTICIPATING ORGANIZATIONS	6	2
III.	COMPOSITION OF THE UNIT	7 - 10	3
IV.	SECRETARIAT	11 - 16	4
V.	WORK PROGRAMME	17 - 29	5
VI.	FOLLOW-UP OF REPORTS	30 - 67	8
	A. Implementation of JIU recommendations	30 - 40	8
	B. Remarks on the recommendations of the Unit and the impact of its work	41 - 60	11
	C. Implementation of General Assembly decision 46/446	61 - 67	16
VII.	INTERACTIONS	68 - 74	17
VIII.	SUMMARIES OF JOINT INSPECTION UNIT REPORTS AND NOTES	75 - 120	19
	A. Grade overlap (A/47/140)	75 - 80	19
	B. Assessment of the annual deficits of the Administrative and Operational Services Cost Fund of the technical cooperation programme of the International Civil Aviation Organization (JIU/REP/91/6)	81 - 86	20
	C. Advantages and disadvantages of the post classification system (JIU/REP/91/7)	87 - 89	21
	D. United Nations system cooperation with multilateral financial institutions (JIU/REP/92/1)	90 - 97	23

---

* See the report of the Joint Inspection Unit for 1990-1991 (Official Records of the General Assembly, Forty-sixth Session, Supplement No. 34 (A/46/34)) and para. 3 of the present report.

Chapter		Paragraphs	Page
E.	Second report on the cost benefit of office accommodation for the Economic Commission for Latin America and the Caribbean at Port-of-Spain (JIU/REP/92/2)	98 - 101	26
F.	Forward-looking assessment of technical cooperation programme of the International Civil Aviation Organization (JIU/REP/92/3) ...	102 - 108	26
G.	Revised round-table process (JIU/REP/92/4) ...	109 - 117	28
H.	Note on the contingency margin of the United Nations Industrial Development Organization budget (JIU/NOTE/91/2)	118 - 120	31

I. INTRODUCTION

1. The present report gives an account of the activities of the Joint Inspection Unit during the period from 1 July 1991 to 30 June 1992. The report covers traditional issues and contains considerable new material, including (a) ongoing and future work programme development; (b) progress in key work programme areas; (c) the implementation of JIU recommendations; (d) the recommendations of the Unit and the impact of its work; (e) continuing efforts to improve the Units methodology, its productivity and its overall operations in order to enhance the quality and effectiveness of its reports.

2. The Inspectors hope that, as stated in their report for 1990-1991, this new approach will provide more substantive information and encourage a more productive dialogue on the JIU work programme with the General Assembly, other governing bodies in the United Nations system and the secretariats of the participating organizations. In addition, changes in the composition of the Unit may affect its work programme and delivery capacity. Indeed, five countries were designated by the General Assembly at its forty-sixth session to propose candidates for the posts of Inspectors whose terms of office will expire on 31 December 1992.

3. At its forty-sixth session, the General Assembly, on the recommendation of the Fifth Committee, adopted decision 46/446 of 20 December 1991 in which, inter alia, it acknowledged receipt of the JIU report covering the period 1 July 1990 to 30 June 1991 1/ and took note of the JIU work programme for 1991. The General Assembly also decided to conduct at its forty-seventh session the in-depth discussion of the reports of the Unit for the periods 1990-1991 and 1991-1992 and to consider the desirability and possibility of biennializing this item of the agenda in the context of ongoing efforts to improve the work of the Fifth Committee.

4. In the light of the foregoing, both the current report and the 1990-1991 report are formally before the General Assembly at its forty-seventh session. Accordingly, only very brief summaries of, and/or references to, matters raised in the 1990-1991 report are continued in the present report, with updated information as necessary. Since these reports are complementary, it is best that they be read together.

5. Also in its decision 46/446, the General Assembly requested the Advisory Committee on Administrative and Budgetary Questions, within its mandate and with due respect to the statute of JIU, to examine the functioning of the Unit and to submit to the General Assembly at its forty-seventh session recommendations for the enhancement of the productivity and performance of the Unit. Pursuant to this request, joint JIU/Advisory Committee discussions took place at Geneva on 8 and 11 June 1992.

II. PARTICIPATING ORGANIZATIONS

6. The following are the organizations that have accepted the statute of JIU:

United Nations and its affiliated bodies

International Labour Organisation (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

World Health Organization (WHO)

Universal Postal Union (UPU)

International Telecommunication Union (ITU)

World Meteorological Organization (WMO)

International Maritime Organization (IMO)

World Intellectual Property Organization (WIPO)

United Nations Industrial Development Organization (UNIDO)

International Atomic Energy Agency (IAEA)

III. COMPOSITION OF THE UNIT

7. The composition of the Unit as at 30 June 1992 was as follows:

Mr. Adib Daoudy (Syrian Arab Republic),* Chairman

Mrs. Erica-Irene Daes (Greece),**** Vice-Chairman

Mr. Andrzej Abraszewski (Poland)****

Mr. Richard V. Hennes (United States of America)****

Mr. M. Salah E. Ibrahim (Egypt)*

Mr. Kahono Martohadinegoro (Indonesia)***

Mr. Boris P. Prokofiev (Russian Federation)*

Mr. Raúl Quijano (Argentina)**

Mr. Siegfried Schumm (Germany)*

Mr. Kabongo Tunsala (Zaire)****

8. The Unit regrets to announce the death of Inspector Norman Williams (Panama) on 10 March 1992. His term of office would have expired on 31 December 1992.

9. In accordance with article 18 of its statute, the Unit elected Mr. Adib Daoudy as Chairman and Mrs. Erica-Irene Daes Vice-Chairman for the calendar year ending 31 December 1992. During the year 1991, Mr. Raúl Quijano and Mr. Adib Daoudy were Chairman and Vice-Chairman, respectively.

10. Since the term of office of Mr. Raúl Quijano expires on 31 December 1993, the General Assembly, in conformity with articles 2, 3 and 4 of the Unit's statute, is scheduled to consider at its forty-seventh session the appointment of an Inspector to fill the resulting vacancy.

---

* Term of office expires on 31 December 1992.

** Term of office expires on 31 December 1993.

*** Term of office expires on 31 December 1994.

**** Term of office expires on 31 December 1995.

IV. SECRETARIAT

11. The secretariat of the Unit consists of an Executive Secretary at the D-2 level, seven research officer posts (three P-5, one P-4, two P-3 and one P-2), two research assistants at the G-7 level and eight other General Service posts. The number of research officer posts has not changed for 14 years. The Inspectors have found this staffing level to be increasingly inadequate for the nature and scope of the Unit's work, which includes more and more complex, in-depth and system-wide studies.

12. In its resolution 43/221 of 21 December 1988, the General Assembly invited the Secretary-General, in consultation with JIU, to ensure the maintenance of an efficient and effective research capacity within the secretariat of the Unit. Further, in resolution 45/237 of 21 December 1990, the General Assembly requested the Secretary-General to review, in the context of the proposed programme budget for the biennium 1992-1993, the research and analytical capacity of the secretariat of JIU in order to enhance its performance, with due respect to the statute of the Unit. It may also be noted in this connection that the Assembly, at its forty-sixth session, requested action from the Advisory Committee on Administrative and Budgetary Questions to this end (see para. 5 above).

13. Accordingly, the Inspectors wish to reaffirm their proposals contained in paragraphs 12 to 15 of the 1990-1991 report of the Unit. 1/ Those proposals covered the following measures to strengthen the research capacity and performance of the JIU secretariat: (a) the addition of two research officer posts (a D-1 with special responsibility for methodological and follow-up work, and a P-4 to strengthen evaluation and computerization efforts); (b) an increase in the Unit's travel budget to facilitate better coverage of expanded United Nations field activities; and (c) the acquisition of computer workstations.

14. As the General Assembly deferred consideration of the Unit's 1990-1991 report to its forty-seventh session, these proposals are therefore before the Assembly at the current session.

15. The financial implications of the two new posts (D-1 and P-4) would amount to approximately US$ 500,000 per biennium. This would increase the overall JIU budget by about 5 per cent but would also increase the research capacity and productivity of the Unit's secretariat by about 30 per cent.

16. In its efforts to modernize its operations in line with the measures set out in paragraph 16 of the 1990-1991 report, and within its limited resources for the biennium, the Unit has begun to acquire its planned information technology. To date, four workstations have been installed, and four staff members and one Inspector have received training. The Inspectors hope to continue these efforts in order to cope effectively with the ever-increasing and complex work facing the Unit. This will also enable the Unit, in support of its work, to have a systematic database on its many past studies, reports and recommendations as well as on relevant documents of the participating organizations and other related agencies. Indeed, since its inception, the Unit has issued over 270 reports containing some 1,400 constructive recommendations (this does not include notes and confidential letters). Much of the substance of that material is still relevant.

V. WORK PROGRAMME

17. The Unit drew up its work programme for 1992 in accordance with article 9 of its statute, taking into account 12 proposals and suggestions made by the participating organizations. The resulting work programme, covering a series of studies on management, programme and policy issues as well as development cooperation, has been circulated by the Secretary-General (A/47/119). The aims and focus of each study are described briefly and evaluation studies are so identified. Studies which might be undertaken during 1993-1994 are shown separately in the work programme.

18. In adopting the current work progamme, the Unit took into account the fact that studies and reports by departing inspectors should be completed before the end of their terms of office.

19. Further, in drawing up its current work programme, the Unit was guided by previous General Assembly resolutions inviting the Unit to give greater attention to management, budget and administrative issues and to the concerns of the participating organizations, and to concentrate on specific and practical operational problems (resolution 45/237, para. 2). The Unit was also conscious of its special role in the areas of monitoring, evaluating and inspection of United Nations activities.

20. It is the conviction of the Inspectors that the Unit has an important role to play at the threshold of the next millenium. Accordingly, as stated in paragraph 25 (c) of the 1990-1991 report, 1/ the Inspectors are interested in intensifying their efforts to work more closely with the Board of Auditors of the United Nations and other external audit bodies, so as better to identify relevant and priority administrative problems. Similarly, closer cooperation with the Advisory Committee on Administrative and Budgetary Questions would be beneficial. In this connection, the Inspectors believe that the implementation of General Assembly decision 46/446, which has already led to a joint JIU/Advisory Committee meeting, is in accord with their commitment to more effective and expanded dialogue in order to facilitate a stronger programming approach. Indeed, the Advisory Committee and JIU have much in common, namely, system-wide responsibilities for administrative oversight and for management improvement, and their respective attributes complement each other.

21. The Inspectors are determined to make the work of the Unit more relevant to the needs of its participating organizations. Several possibilities to improve the methodology of the Unit's evaluation studies were examined last year and are outlined in paragraphs 17 to 27 of part two of the 1990-1991 report. Since that report has yet to be considered by the General Assembly, the Inspectors would like to reaffirm those ideas which they consider to be useful tools for ever more effective work of the Unit in future.

Progress in key work programme areas

22. In the 1990-1991 report, three particular areas were noted in which JIU was assessing broader programme issues and attempting to establish longer-range approaches. The Inspectors wish, briefly, to mention actions taken in those areas.

23. Evaluation. During the summer of 1991, the Inspectors conducted an in-depth internal review and discussion of the Unit's evaluation work over the past 15 years. The results of that review are discussed in some detail in part two of the 1990-1991 report, together with proposals to shift future JIU work away from methodological and evaluation system development issues towards in-depth studies of management systems in operation and actual programme performance and results. While guidance on these matters is awaited from the General Assembly, two new reports illustrate the directions JIU would like to take.

24. A JIU report on the United Nations system cooperation with multilateral financial institutions (JIU/REP/92/1; see summary in chap. VIII below) stressed that performance, not routine liaison mechanisms, is the key to effective joint programmes. The report reviewed actions being taken, constraints involved, and examples of new approaches being taken by system agencies. It recommended actions that governing bodies and senior officials can take to enhance and maintain strong programme performance and agency competitiveness in a much more demanding development environment. Another report provided a forward-looking assessment of the technical cooperation programme of ICAO (JIU/REP/92/3; see summary in chap. VIII below). This in-depth review covered policy, programme, operational and structural issues in a "formative evaluation" intended to help strengthen the performance and responsiveness of the ICAO technical cooperation programme in the future.

25. Coordination and cooperation. The Unit has been dealing with these issues as a central task since its inception, but during 1991-1992 this work also moved in new directions. The participation of other organizations has increased greatly in recent years in the technical cooperation and humanitarian fields which consume a majority of United Nations system resources, making them much more crowded and competitive than before. Thus, the organizations of the system need to supplement their continuing efforts at internal coordination with new efforts to cooperate more actively and effectively with organizations outside the system. The JIU report cited above (JIU/REP/92/1) discusses processes and policies and examples of better cooperation of system organizations with the World Bank group and regional development banks. The report on non-governmental organizations, now being prepared, discusses the quite different, but equally important, modes of cooperation needed for United Nations system agencies to work in a more effective way with international, regional, national and local non-governmental organizations in their operational activities.

26. Traditional JIU work on coordination topics also continues. A good example is a report on libraries now being finalized (JIU/REP/92/5). The Unit had reported in 1984 on a detailed review of 78 libraries in the system which emphasized cooperative, management, and information system issues. The current study, in the light of further advances in information technology, highlights the potential for an integrated library network of the United Nations system, as a critical step to fulfilling more effectively the system's information-gathering and information-sharing responsibilities worldwide. Another example is the study currently being prepared on the rationalization of the structure of field representation, which will be issued by the end of 1992. This study is, inter alia, connected to the previous JIU report on the coordination of activities related to early warning of possible refugee flows (A/45/649) which was particularly well received by the General Assembly (see

resolution 45/153 of 18 December 1990) and the Administrative Committee on Coordination.

27. Management, budgetary and administrative issues. Many of the current JIU studies - on peace-keeping, more integrated field representation, and decentralization - deal directly with management, budgetary, administrative and financial issues. A study on buildings management is also near completion, and recent JIU reports on grade overlap and post classification (see summaries in chap. VIII below) deal with important personnel administration issues. In addition, JIU is trying to combine the three work programme areas discussed here with priority topics. That is, many of the above-mentioned studies deal not only with topical issues in priority areas, but also focus, as far as possible, on providing in-depth assessments of practical, operational and coordination problems in those areas.

28. The Unit is also pleased that it was able to respond promptly to the request of the ICAO Council for the study of its technical cooperation programme mentioned in paragraph 24 above. Although the request arrived after the 1991 JIU work programme had already been established, and work could begin only in June 1991, the Unit was able to issue two relatively in-depth reports over a period of eight months, dealing with financial, budgetary, programme, policy, system and restructuring issues (see summaries in chap. VIII below). This study proved to be one of the largest-scope, most intensive programme reviews that JIU has carried out in recent years.

29. Finally, the Inspectors wish to state the importance they attach to the decision to conduct an in-depth discussion of the Unit's annual reports at the forty-seventh session of the General Assembly (see para. 3 above). Indeed, they look forward to benefiting from the views and decisions of the General Assembly, which can only contribute to enhancing the work programme of the Unit and thereby making the Unit's reports more relevant to the needs of Member States and the participating organizations.

VI. FOLLOW-UP OF REPORTS

A. Implementation of JIU recommendations

30. As is done each year, the Secretary-General has issued a report on the implementation of recommendations of the Unit (A/47/373). The 1992 report includes information on the status of implementation of recommendations contained in two JIU reports which were issued in 1988 and 1989.

31. In paragraph 2 (d) of its resolution 45/237, the General Assembly requested JIU to provide, in its annual report, a more detailed commentary on the implementation of its recommendations by the United Nations and other participating organizations. The Unit presents its comments on the two reports (see paras. 32-37 below), in the same order as that used in the Secretary-General's report. In addition, for the first time, the Unit comments on the implementation of a report addressed to one individual specialized agency (paras. 38-40 below). The Inspectors will continue such reporting in future annual reports.

1. Review of the use of equipment provided to technical cooperation projects in developing countries (E/1989/7)

32. This report was generally well received by the organizations of the United Nations system. It was considered a balanced and factual study and a useful on-the-spot investigation of the use of equipment in technical cooperation projects. The Administrative Committee on Coordination pointed out in its comments that it would have been preferable had it covered a larger sample of projects and had also reviewed practices relating to the supply of equipment. Despite its methodological shortcomings, the report was considered a useful addition to a series of studies on similar problems undertaken by individual organizations.

33. The Unit is in agreement with the detailed comments provided by the Secretary-General on the implementation of the recommendations contained in the report. The Unit notes with satisfaction that all the recommendations are topical and, in general, supported by the organizations concerned. Although the Secretary-General's report points out some of the difficulties in implementing the recommendations - in particular difficulties concerning the proper use of equipment after project termination - JIU is encouraged to note that the majority of the recommendations have either already been implemented or are, by and large, in the process of being implemented.

34. The Unit expresses its appreciation for the detailed reporting provided by the Secretary-General on this report.

2. Evaluation of regional project RLA/79/031: Programme of Joint Studies on Latin American Economic Integration (ECIEL) (A/45/77)

35. The Joint Inspection Unit notes that the assessment contained in the report of the Secretary-General did not address the substance of its recommendation concerning this regional project, although it is stated that the recommendation is being implemented by the United Nations Development Program (UNDP). Indeed, the recommendation was that UNDP should finance an assembly of representatives of the member institutions to consider (a) the continued existence of ECIEL whether linked or not to a government body; (b) the simplification and modernization of its structure; (c) reorientation of its work programmes and changes in its types of publications.

36. The report of the Secretary-General does not make clear whether such an assembly has indeed been convened or whether any action has been taken on points (a), (b) and (c). According to that report, the ECIEL programme has been used to formulate technical assistance programmes in the areas of trade negotiations and policy options for economic recovery and development. While the Unit appreciates UNDP assistance to Latin American countries during the ongoing multilateral trade negotiations under the General Agreement on Tariffs and Trade (GATT) it does not consider such assistance as falling within the framework of the recommendation. The recommendation sought UNDP support for the ECIEL work programme to enhance, almost exclusively, activities related to Latin American economic integration.

37. The Unit will be interested in receiving information concerning action taken in respect of the recommendation.

3. Report on technical cooperation activities of the International Telecommunication Union (JIU/REP/86/4)

38. The report was prepared in response to the request of the Administrative Council of ITU for a review of the overall management and operation of the technical cooperation activities of that organization, including an assessment of the causes of the deficit in support costs incurred by ITU in executing UNDP projects.

39. The report concluded, inter alia, that since ITU did not have a regular technical cooperation programme financed from its own budget, UNDP-financed projects accounted for most ITU activities in this area. This heavy dependence made ITU vulnerable to changes in programme allocations and ITU had constantly to adjust itself to available funds. Further, the report dealt with the problems of (a) human resources development; (b) structure and functioning of the Technical Cooperation Department; (c) participation in programming and planning; (d) substantive and administrative support; (e) accumulated deficit in financing technical cooperation activities; and (f) review and evaluation of these activities. The present status of implementation of recommendations contained in the report is as follows:

Recommendation 1 (Human resources development): JIU recommended (a) giving a higher priority in the ITU technical cooperation and assistance programme to the sector of human resources development for telecommunications; (b) instructing the Secretary-General of ITU to propose measures to make better use by developing countries of the methodologies developed through the project on course development in the field of telecommunications (CODEVTEL); and (c) preparing the analysis of the sector of human resources development for telecommunications through technical cooperation activities of the Organization. The Unit concurs with ITU that, by and large, this recommendation has been implemented.

Recommendation 2 (Institutional issues): JIU invited the Administrative Council of ITU (a) to consider the possibility of merging the regional divisions into one technical backstopping unit; (b) to instruct the Secretary-General to set up procedures to ensure the reallocation of functions and responsibilities within that unit; and (c) also to instruct the Secretary-General to initiate procedures to ensure some lines of communication between the senior regional representatives and the area representatives. In general, the institutional proposals have been overtaken by the creation of the Telecommunications Development Bureau, whose structure and redistribution of functions have gone a long way in fulfilling the recommendations of JIU.

Recommendation 3 (Participation in programme and planning): ITU reported that while it supports the programme approach in principle, it shares certain concerns of the smaller technical agencies, expecially regarding global and regional programmes. However, with the creation of the telecommunication Strategies and Programming Division in the Telecommunications Development Bureau and increased regional presence, ITU is now better placed than ever to perform programming activities in a more coordinated manner between the United Nations system and its development partners.

Recommendation 4 (Area representatives): JIU recommended to ITU to consider the possibility of providing its area representatives with an agency car or with additional funds for their inland transportation, so as to make them more mobile in meeting their obligations to the countries they serve. This recommendation has not been implemented, though ITU observed that this matter would continue to be reviewed and that particularly difficult offices might be assisted.

Recommendation 5 (More flexible recruitment procedures for experts/consultants): JIU recommended (a) removing the procedures for recruitment, at least for the short-term posts, whereby only applications forwarded through administrations are taken into account; (b) a wider distribution of vacancy notices; and (c) not insisting upon standard procedures for expert selection for very short-term posts and to leave flexibility to regional divisions and the chief of the Technical Cooperation Department. With regard to the implementation of this recommendation, it will be observed that: (a) the procedure whereby only applications forwarded through administrations are taken into account continues to be maintained, largely due to the insistence of a majority of member administrations; the matter remains beyond the control of ITU headquarters, but discussions have been held in the High Level Committee and other forums with a view to introducing some flexibility, which a few Governments are already practising; (b) the wider distribution of vacancy notices is also a matter for

administrations; with the introduction of electronic mail, there will certainly be much wider access to vacancy notices; and (c) standard procedures (selection panels) are no longer insisted upon for the recruitment of short-term experts or consultants.

Recommendation 6 (Fellowships): JIU recommended, wherever possible, encouraging countries to negotiate directly the fellowship programme and final authorization before it is issued by ITU. The Union informed JIU that this recommendation is not supported unless there is full transparency throughout the negotiation processes to facilitate vital inputs (qualifications control, budgetary allocations, etc.) at an appropriate time by Headquarters.

Recommendation 7 (Equipment procurement): JIU recommended (a) revising and circulating guidelines on equipment procurement more widely; (b) describing procedures of the Equipment Selection Panel more precisely; and (c) considering the possibility of introducing a waiver to the rule which requires prior authorization from Headquarters for the purchase of the smallest items. This recommendation has been implemented.

Recommendation 8 (Accumulated deficit): JIU suggested solving the problem of accumulated deficit (1980-1983) either (a) through additional support cost reimbursement by UNDP on the basis of the principle of flexibility applied to the small agencies; or (b) by payment from the Union's own resources. In this regard, it was suggested that the Secretary-General be instructed to present a financing plan. As the matter of the deficit could not be resolved through additional support cost reimbursement, the Administrative Council, at its forty-first session (1986), approved a plan for financing the shortfall in income by means of withdrawals from the Union's internal funds and payment of the amounts in question into the ITU accounts within the limits authorized by the Nairobi Plenipotentiary Conference. Thus solution (b) suggested by JIU was largely applied.

Recommendation 9 (Review and evaluation): JIU recommended the Secretary-General of ITU to appoint a full-time professional staff member as evaluation officer in the Technical Cooperation Department. This recommendation has been fully heeded with the appointment of a professional evaluation officer with effect from April 1988.

40. The Joint Inspection Unit notes with satisfaction that ITU has indeed complied with the recommendations contained in the above report.

B. Remarks on the recommendations of the Unit and the impact of its work

41. In addition to the comments set out above, the Inspectors would like to make the following observations concerning the recommendations of the Unit and the impact of its work.

42. The Inspectors have always tried to build on the findings and recommendations of past reports in their current work programmes. During the past few years, the focus on follow-up of JIU reports has been, at the request of the General Assembly, on selected reports that are several years old, in which the report of the Secretary-General on the implementation of JIU

recommendations is joined by the comments of JIU on the implementation actions taken on those same reports, as stated above.

43. In any event, this traditional procedure presents only a partial picture of the impact of the work of JIU on United Nations system operations. The Inspectors, therefore, wish to mention briefly some important aspects of the Unit's impact and follow-up; these are summarized below.

1. Long-term impact and continuity of the work of JIU

44. The inspection and evaluation work of JIU in the United Nations system is very much like the work of the United Nations organizations in development cooperation worldwide. The intent is to be a catalyst. Difficult and inherently complex problems exist, which can only be resolved with careful diagnosis, corrective efforts and a learning process over time, in which many participants must play a part. There is no "quick fix" for the truly significant challenges, but rather a longer-term process of adjustment and response to changing circumstances.

45. The Inspectors believe that there was a need to view the work of JIU and its impact also in the long-term context, notwithstanding the fact that some of its recommendations have led to immediate results. The Unit has participated in identifying fundamental system-wide problems, in shaping the terms of the discussion, in providing information on existing processes and new approaches throughout the system, in offering recommendations or corrective action and new directions, and in monitoring and reporting on subsequent performance and changes over the years as the improvement process continues. Many past JIU reports continue to be very relevant to policy deliberations and to the requisite action of today as stated briefly below.

Programme planning and budgeting

46. One of the most significant management achievements of the United Nations system over the past two decades has been the development and use of medium-term planning and programme budgeting processes. Member States and executive heads provided the critical impetus, but JIU reports have been involved since the start. The efforts of JIU included early reports on system-wide programme planning and on the harmonization of programme budgeting processes, as well as reports on programming processes in organizations such as UNESCO, UNICEF, the Economic and Social Council and the regional commissions and especially in a continuing dialogue with the Committee for Programme and Coordination on programming processes in the United Nations.

47. The Unit has also encouraged improvements in more technical programming areas such as cost-accounting and cost-measurement systems, programme performance reporting in the United Nations, calculation of overhead costs for UNDP-financed projects, determining staff requirements, and establishing programme priorities. Recent JIU reports on system-wide budgeting (A/45/130) and the management of extrabudgetary resources (A/45/797) continue this work.

Cooperation for development

48. Since its inception, JIU has issued over 110 reports on development cooperation, with particular emphasis on technical cooperation, building self-reliance, harmonizing agency policies and operations, decentralizing operations to the field, and stressing cost-effectiveness and sustainable projects and programmes. The most extensive study that the Unit has ever prepared - on the role of experts in development cooperation, in 1978 (JIU/REP/78/3), requested by UNDP - recommended, inter alia, national management of technical cooperation, more institution-building and training projects, and greater use of short-term consultants rather than long-term resident experts. At the request of various organizations and on its own initiative, JIU has also issued several reports on technical cooperation; for example, on the International Atomic Energy Agency's technical cooperation (JIU/REP/84/9); technical cooperation activities of the United Nations Industrial Development Organization (JIU/REP/87/3); and technical cooperation and the use of national professional project personnel (A/46/186). In addition, the Unit prepared several reports on the management of cultural and natural heritage (e.g., E/1989/54), at the request of UNESCO.

49. These JIU themes have been reflected in subsequent General Assembly and other governing body actions on development cooperation, and in the major changes currently under way as a result of General Assembly resolution 44/211 of 22 December 1989 and recent decisions of the UNDP Governing Council. Recent JIU reports on rural development activities (A/45/76) and cooperation with multilateral financial institutions (JIU/REP/92/1), and current JIU studies on cooperation with non-governmental organizations, decentralization, field representation, and the advancement of women represent an attempt to build on this progress in the light of new conditions and opportunities.

Conference services

50. The Unit has prepared many system-wide reports over the years on techniques, processes, and efficiency and management questions in the area of conference services, which are often still quite relevant to current reassessments. In-depth reports of the 1970s reviewed the pattern of conferences and use of conference resources in the United Nations system (A/9795), together with the implications of additional languages (A/32/237). System-wide reports of the 1980s dealt with translation services (A/35/294), the control and limitation of documentation (A/36/167), special conferences (A/37/112), libraries (A/39/299), publications policy and practice (A/39/239), interpretation services (A/41/648), and representation at conferences and meetings (A/43/586, A/44/135).

Reports on evaluation

51. The approximately 25 reports which JIU has issued on evaluation since 1977, while only one contributing factor in a system-wide effort, still represent perhaps the most significant single, long-term impact of the work of JIU, as discussed in detail in part two of the 1990-1991 report. 1/ From very minimal interest in the mid-1970s, internal evaluation systems have been established and are in use (albeit modestly due to resource constraints) in almost all United Nations organizations to improve programmes actively and enhance reporting and accountability to Member States. JIU believes that its

glossary, guidelines, system-wide status reports, reviews of individual agency evaluation systems, and evaluations of various programmes have provided a steady assessment, information-sharing and encouragement impetus to support the system-wide progress that has been made.

Personnel matters

52. In contrast to evaluation, reform of and new approaches to personnel policies and procedures have proceeded very slowly. Nevertheless, JIU has been steadily involved in seeking improvements, beginning with its first report on personnel problems in 1971 (A/8454), which has proved to be perhaps the most cited JIU report ever issued. That report, and subsequent follow-up reports, cited the lack of a coherent system of personnel recruitment and management as a critical obstacle to modernization and effectiveness in the United Nations system.

53. Subsequent reports have dealt, inter alia, with recruitment procedures (JIU/NOTE/77/1), competitive examinations (A/39/483), equitable geographical distribution (A/36/407, A/37/378), the administration of justice (A/41/640), the status of women (A/33/105, A/35/182, A/37/469) and career development (A/36/432, A/37/528). Some of these reports have attained results, while others have at least highlighted stubborn problems which remain current priority concerns. While recognizing the central role of the International Civil Service Commission (ICSC) in establishing conditions of service for the common system as a whole, JIU continues to seek opportunities to be helpful in examining personnel issues.

General remarks

54. Notwithstanding the foregoing, much remains to be done to enhance United Nations action in the various areas of concern facing humanity at the end of this century. The Unit stands ready to make its continuous contribution. Major operating problems of the United Nations system indeed require continuous attention, adjustment and improvement. The impact of JIU is not properly measured by individual reports viewed several years later but as a related set of studies, especially those which are system-wide, which gather information and data and analyse problems to assess progress made, ascertain current status and suggest future directions and actions for governing bodies and secretariats on an ongoing basis.

2. Shorter-term impact in process

55. The longer-term view of JIU reports, discussed above, may obscure shorter-term views of other reports and their impact.

56. The reports in question are generally those prepared in response to requests of the General Assembly over the past few years that the Unit give more emphasis to evaluation, management, budgetary and administrative issues and to specific and practical operational problems and questions. Within this context. the following recent JIU reports and notes may be noted since they have led to some significant implementation actions:

(a) Note on the administration of sick leave in the United Nations (JIU/NOTE/88/2);

(b) Budgeting in organizations of the United Nations system: some comparisons, vol. I, Comparative analysis; vol. II, Comparative tables (A/45/130);

(c) The coordination of activities related to early warning of possible refugee flows (A/45/649);

(d) Extrabudgetary resources of the United Nations: towards transparency of presentation, management and reporting (A/45/797);

(e) Note on transport operations of the United Nations Children's Fund (programming and management issues) (JIU/NOTE/91/1).

3. Impact deferred

57. There is also a third important category of impact of JIU reports, namely, the impact of those reports and recommendations that have eventually proved valid, but on which no action has been taken for long periods of time. This problem has been recognized over the years by the General Assembly. The Unit has been asked on several occasions - and it has responded with ideas - to suggest ways to achieve more specific consideration of and response to JIU recommendations by governing bodies and secretariats. The problem is accentuated by two factors. First, in article 5 of the statute of JIU it is stated, quite correctly, that although the Inspectors may propose reforms or make recommendations to the competent organs of the organizations, "they shall not however, have the power of decision, nor shall they interfere in the operations of the services they inspect". Thus, except for follow-up reports, decisive direct action by JIU stops when its reports are issued and passed on to the governing bodies and secretariats.

58. The most vivid example is provided by the 1988 JIU report on reporting on the performance and results of United Nations programmes: monitoring, evaluation and management review components (A/43/124) which the General Assembly itself brought back to life with its request, in its decision 46/446, that both the Committee for Programme and Coordination and the Administrative Committee on Administrative and Budgetary Questions reconsider that report in 1992, in the light of continuing serious programme performance reporting deficiencies (see paras. 61 and 62 below).

59. In this respect, the follow-up section of the JIU annual reports provides a significant opportunity for the Unit to raise each year, under article 12 of its statute, issues of delayed implementation of its recommendations and/or inaction and their consequences, and to alert the General Assembly and other governing bodies to problems in this area.

4. Cost savings

60. Another way of determining the impact of JIU is the cost savings which have resulted from recommendations contained in the Unit's reports. Over the years, the Unit believes its reports have led to significant, recurring cost

savings in such areas as translation services, travel costs and telecommunications charges. In this respect, it may be noted that the report currently being prepared at Headquarters, in accordance with General Assembly resolution 46/190 of 20 December 1991, on reforming United Nations conference services has utilized past JIU reports, especially those on interpretation (A/41/648) and on translation (A/35/294). Despite the difficulties involved, the Unit recognized the importance of quantifying its cost savings and has such an analysis in process.

C. Implementation of General Assembly decision 46/446

61. In subparagraph (e) of its decision 46/446, the General Assembly expressed its concern about the reporting on the performance and results of United Nations programmes and invited the Committee for Programme and Coordination and the Advisory Committee on Administrative and Budgetary Questions to consider anew the report of the Joint Inspection Unit in this regard and to report thereon to the Assembly.

62. Accordingly, both the Committee for Programme and Coordination and the Advisory Committee considered during their respective spring sessions of 1992 the report of JIU on reporting on the performance and results of United Nations programmes: monitoring, evaluation and management review components (A/43/124) and the comments of the Secretary-General thereon (A/43/124/Add.1).

63. The Unit was represented at those sessions (see paras. 71 and 72 below).

64. In subparagraph (f) of decision 46/446, the General Assembly noted with concern the late issuance of comments by the executive heads of organizations concerned on the reports of JIU, and requested the executive heads to observe strictly the time-limits for commenting on JIU reports, as provided for under article 11, paragraphs 4 (d) and (e), of its statute.

65. Indeed, JIU in paragraph 47 of its report for 1990-1991 1/ provided statistical information on the issuance of comments on its reports from January 1985 to June 1991, which disclosed serious delays beyond the time-limits laid down in the said article 11. The Unit also stated that, compared to the early 1980s, there was an increasing delay in submitting those comments.

66. The Unit has noted the report of the Secretary-General on actions taken by participating organizations to enhance consideration of the reports of the Unit by the respective governing bodies (A/47/276). However, it maintains that there was no improvement in the situation during the period covered by the present report. As stated in paragraph 50 of its 1990-1991 report, 1/ the Unit will continue to seek ways and means to improve the situation and report thereon to the General Assembly.

67. Information on action taken on the request contained in subparagraph (g) of General Assembly decision 46/446 is given in paragraphs 69 and 70 below.

VII. INTERACTIONS

68. During the period covered by the present report the Unit has continued to maintain contacts with the various management and financial entities having similar responsibilities, in particular the Advisory Committee on Administrative and Budgetary Questions, the International Civil Service Commission, the Committee for Programme and Coordination, the Inter-Agency Meeting on Language Arrangements, Documentation and Publications, and the management, evaluation and audit services of secretariats. As stated in paragraph 24 of the 1990-1991 report, 1/ the Unit will intensify its efforts to enhance those contacts in the interests of a stronger programming process and improved output.

69. The Unit's relations with the Advisory Committee on Administrative and Budgetary Questions were advanced through joint JIU/Advisory Committee discussions held at Geneva on 8 and 11 June 1992. The meeting was convened in pursuance of subparagraph (g) of General Assembly decision 46/446, in which the Advisory Committee was requested, within its mandate and with due regard to the statute of JIU, to examine the functioning of the Unit, including the proposals thereon contained in paragraphs 12 to 16 of its 1991 report and, taking into account the views of JIU on this subject, to submit to the General Assembly at its forty-seventh session recommendations for the enhancement of the productivity and performance of the Unit. The discussions, in the opinion of the Unit, were constructive and far-reaching. The Unit provided detailed information on its statute, role, guidelines and operations. The following topics were discussed in depth:

(a) Development of the Unit's work programme;

(b) Preparation and issuance of the reports of the Unit;

(c) Resources to support the work of the Unit;

(d) Follow-up of the Unit's reports and recommendations;

(e) Relations with participating organizations;

(f) Independence of Inspectors;

(g) Future thrust or new directions for the Unit.

70. Discussions on these and other related points were not concluded because of time constraints. The meeting did not propose any formal action, nor was any draft note prepared in any form. However, the Inspectors welcomed the meeting as the type of action falling in line with their commitment to expanded dialogue, consultations and active contacts with other, similar bodies throughout the United Nations system as a means of enhancing the work of the Unit.

71. Further, during the period under review, the Unit participated in meetings of the Committee for Programme and Coordination and the Advisory Committee on Administrative and Budgetary Questions when those two bodies reviewed the report of the Unit on the performance and results of United Nations programmes (see paras. 61-63 above).

72. During the discussion of that report at the first part of its thirty-second session, 2/ the Committee for Programme and Coordination, having expressed concern that over the years very little improvement had been achieved in providing the legislative bodies concerned with an analytical report on programme performance, noted with appreciation the high quality of the JIU report and agreed with its substance and continued validity.

73. In addition to the foregoing, the Unit was represented at meetings of other entities of interest to its work, in particular the Inter-Agency Meeting on Language Arrangements, Documentation and Publications, held in Paris from 22 to 26 June 1992.

74. Finally, in addition to the extensive cooperative contacts with the participating organizations in the context of their inspection work, contacts were maintained with ICSC, the Panel of External Auditors, and a number of secretariat services of the participating organizations. The Inspectors will intensify their efforts to further enhance these contacts during the years ahead.

VIII. SUMMARIES OF JOINT INSPECTION UNIT REPORTS AND NOTES

A. Grade overlap (A/47/140)

75. The different principles and methodologies used to determine the salaries of the General Service and Professional categories of staff in the United Nations system are causing a growing overlap between the remuneration of staff at the lower Professional levels and a broad range of General Service staff. The situation in the particular case of FAO, which requested the preparation of this report, is such that the salary scales for Professional and General Service staff run practically parallel.

76. The evolution of salary overlap between the two categories of staff is a matter which is being viewed with increasing concern not only at Rome, but elsewhere. The problem at Rome is a very special situation brought about, among other things, by a complex remuneration structure in that city, as fully described in the ICSC document entitled "Remuneration of the General Service and related categories: survey of best prevailing conditions of service in Rome (ICSC/32/R.26). At Geneva this overlap has now reached more than three levels in terms of net remuneration and four levels in terms of pensionable remuneration. Such levels of overlap are incompatible with sound management principles and make it impossible to pursue a realistic career development path from General Service to Professional category. The concern for the problem could, however, diminish, if not at Rome, then certainly at other duty stations. The reason for this is recent open recognition by the United States Pay Agent that the salaries of the United States civil service, the comparator under the Noblemaire principle, are some 28 per cent behind the private sector and that steps (admittedly tiny) are to be taken by the Executive Board of the United States Government to rectify this situation over time (10 years) (Federal Employees Pay Comparability Act of 1990). It goes without saying that had Professional salaries been allowed to take their natural course, that is to say, had they been set in line with the findings of ICSC, the degree of overlap between Professional and General Service salaries would have been marginal.

77. The Inspector has also looked into the possibility of a one-grade structure as a possible solution to salary overlap. However, there has been continuous resistance to the idea, which was echoed by the salary review committees in 1956 and 1972, the General Assembly and ICSC. One of the main reasons why a one-grade structure might not be a solution to the problem of salary overlap is that it would make it impossible to maintain the Noblemaire principle without provoking a serious negative distortion of General Service salaries, especially at the main Headquarters duty stations. This is because salaries for General Service staff would no longer be based on the best prevailing rates of the local areas but rather on the comparator State. Any action to change the two-grade structure, if deemed necessary, will require well-founded research and a new formula which could be applied fairly to the whole system world wide.

78. The Inspector notes with satisfaction the request of the General Assembly, in section XIV of its resolution 45/241 of 21 December 1990, to ICSC to consider the relativities between the terms and conditions of staff in the Professional and higher categories and those in other categories. He hopes

that the material contained in the report summarized here will be useful for the study by the Commission which, with the authority of its mandate, can take measures to control a situation that has brought about a serious concern and has the potential to provoke dangerous distortion in the United Nations salary system.

79. The report was sent on 5 October 1991 to all participating organizations of JIU for action.

80. The Secretary-General commented favourably on the report (see A/47/140/Add.1).

B. Assessment of the annual deficits of the Administrative and Operational Services Cost Fund of the technical cooperation programme of the International Civil Aviation Organization (JIU/REP/916)

81. The Council of ICAO requested JIU to perform an urgent review of the technical cooperation programme of ICAO. The review was performed in two parts. The first part, which is the subject of the report summarized here, concerned the short term, to the end of 1992, and dealt specifically with the deficit of the Administrative and Operational Services Cost Fund. The second part of the report (see paras. 102-108 below) provided a longer-term evaluative assessment of the technical cooperation programme of ICAO.

82. The report begins with an overview of the technical cooperation programme of ICAO based on a review and analysis of documentation and important consultative discussions with officials at ICAO headquarters (Montreal) and regional offices (Bangkok and Nairobi), the representatives of the staff association, and UNDP in New York. It highlights, among other things, the fact that ICAO is the only agency in the United Nations system that has not adopted the principle of funding certain support costs of technical cooperation through its regular budget.

83. The main reasons for the deficits in the Administrative and Operational Services Cost Fund since 1983 are identified, with the reduction of support cost payments made to ICAO by UNDP and the financing of posts outside the Technical Cooperation Bureau by the Fund as the most important ones. Other factors are inflation and higher costs; less priority accorded by developing countries to traditional long-term expert projects; a decrease in funding; and fluctuations in currency exchange rates.

84. The steady drawing down of accumulated funds has now reached the point where fundamental measures are needed, since the accumulated funds are almost exhausted and reasonable, cost-saving measures have already been applied. Beginning in 1993 long-term solutions can be applied, using the lessons learned from the current reassessment, new directions, and new programmes and processes which will permit a fresh start.

85. Short-term solutions are needed to deal with the deficits during the remainder of 1991 and during 1992. There are two possibilities: either an additional one-time payment from the contracting States through the regular programme, or the use of accumulated funds, including part of the funds

earmarked for separation payments, together with ensuring that costs are tightly controlled during this period. The Inspector believes that the second solution is the more appropriate under the existing circumstances and therefore makes the following recommendations:

Recommendation 1: The Council should allow the Technical Cooperation Bureau to cover its deficit for 1991 and 1992 from the accumulated funds, including the funds earmarked for separation payments, with the understanding that the deficits will be minimized to the greatest extent possible.

Recommendation 2: The Secretary-General, in consultation with the Technical Cooperation Bureau, should ensure that an internal audit of the Bureau is initiated as soon as possible and that internal audit monitoring of Bureau operation continues for the remainder of 1991 and throughout 1992, by filling the internal audit post financed by the Administrative and Operational Services Cost Fund on a temporary basis.

Recommendation 3: Wherever possible, the Council and the Secretary-General should consider absorbing into the regular budget the costs of existing staff financed by the Administrative and Operational Services Cost Fund who are located outside the Technical Cooperation Bureau and performing tasks for both the regular programme and the Bureau.

Recommendation 4: The secretariat, in cooperation with the Technical Cooperation Bureau, should continue to seek new ideas and initiatives to streamline operations, increase income, reduce costs, and thereby combat the deficits during 1991 and 1992, in addition to the steps recommended above.

Recommendation 5: The Secretary-General and the Director of the Technical Cooperation Bureau should ensure that any staff reduction in the Bureau considered necessary in 1991 and 1992 is through attrition and voluntary separation.

86. The report was sent on 18 October 1991 to the Secretary-General of ICAO for action, and to the other participating organizations of JIU for information.

C. Advantages and disadvantages of the post classification system (JIU/REP/91/7)

87. From his consultations with a number of United Nations organizations and the analysis of their experience with the classification system after 10 years of practice, the Inspector considers that a number of recommendations can be presented to overcome some of the disadvantages and at the same time enhance the advantages that, without any doubt, the post classification concept provides to the management of those organizations.

88. It should be stressed once more that the promulgation of the classification system is the responsibility of ICSC, as stipulated in article 13 of its statute. It is left to the administrations of the organizations of the common system to implement it. The following recommendations should therefore be examined in this context:

Recommendation 1 (Reinforcement of the capacity of personnel services): Since most organizations have indicated that their classification staffing is inadequate, either in number or in expertise, and since it is recognized that classification is one of the main cornerstones for an effective management system on which recruitment, promotion and career development are built, the authority of personnel services should be strengthened. Adequate resources and staffing should be given to personnel offices to enable them to be true decision-making centres, working in close cooperation with programme managers. In order to revive the confidence of staff in their classifiers, the tasks should be entrusted to well-trained specialists, able to work without being subjected to pressure or outside influences, under the umbrella of strengthened personnel services.

Recommendation 2 (Training courses for classifiers and programme managers): As is already done successfully by UNDP, training courses for classifiers should be organized regularly, taking advantage of this scheme to meet the needs of organizations. Some courses should also be offered to programme managers, enabling them to understand the purpose of classification and all aspects of personnel questions.

Recommendation 3 (Automated processes for classification): Despite the existence of a well-established job classification system which provides a sound basis for the classification of Professional and higher category posts, the classification of individual posts is still contentious and requires a significant commitment of staff resources. The United Nations Development Programme and the ILO have proposed a more structured approach to the collection of job information in adapting the master standard for application through an automated medium. Computer-assisted classification is being developed in a number of national services and the Inspector is of the view that, given its many advantages, this automated system should be seriously considered for use in United Nations organizations.

Recommendation 4 (Implementation of the classification results): The filling of posts, once classified by personnel services, should be left to programme managers. For certain key positions the classification and selection of eligible staff should be the responsibility of a more central authority.

Recommendation 5 (Information to staff): Staff at large should be carefully informed so as to familiarize them with the concept of classification and persuade them that it is a credible and reliable management tool. It should be made sufficiently clear to achieve broad-based acceptance.

Recommendation 6 (Reclassification of posts): As in the case of classification, the reclassification of posts should be done by well-trained specialists. The directives for the reclassification of a post should be strictly applied. It should be reiterated that no post is to be considered for reclassification without taking into consideration the complete manning table of the department concerned, in order to compare posts. Posts identical in functions and responsibilities should have identical pay and when one is open for reclassification - tasks having increased in volume and responsibility - the others should also be considered.

Recommendation 7 (Appeals mechanisms): The necessity for organizations to have an appeals machinery has been recognized. Where this does not exist, such a machinery should be set up, composed of well-trained specialists, recognized as being objective and independent and whose appointments have been approved by the administrations and the staff. All appeals machinery should be known to staff, as well as their right to use it when the need arises.

Recommendation 8 (Levels of classification of P-1 and P-2 posts): Several organizations, especially those with highly technical posts, find it difficult to attract qualified staff at an entry level of P-1 or P-2 and therefore have abandoned the use of these levels. A careful study should be carried out by an official body, in order to redress that anomaly and to try to avoid having most Professionals recruited at an already high level with no opportunity left for career advancement within the organization. It should be kept in mind, however, that this may be difficult to put into practice in organizations which require high technical expertise.

Recommendation 9 (Scaling down and underfilling of posts): In order to attract new and qualified staff, thus rejuvenating the human resources of organizations, a more dynamic approach such as the structuring of job responsibilities through scaling down and underfilling of posts should be pursued, taking into account the particularities of each organization. The International Civil Service Commission could be invited to examine the feasibility of this approach prior to its eventual application.

Recommendation 10 (Personal promotion and linked grades): A careful feasibility study should also be carried out by ICSC on the possibility of introducing personal promotion and linked grades in a way that maintains the integrity of the post classification system.

89. The report was sent on 9 December 1991 to all participating organizations of JIU for action.

D. United Nations system cooperation with multilateral financial institutions (JIU/REP/92/1)

90. At the request of one of its participating organizations, JIU undertook a study of technical and other cooperation between United Nations organizations and multilateral financial institutions. The Inspectors sought to determine which agencies are cooperating and why; which joint activities exist and the trends, constraints and possibilities; and most importantly, the steps which need to be taken to improve operational cooperation between the two groups.

91. The technical cooperation field which the United Nations system formerly dominated is now crowded with many very active and competent participants: the international and regional development banks, development consulting firms, national research organizations, non-governmental organizations, foreign direct investors, and more critical and demanding donor and recipient Governments. In addition, there are many pressing new factors and issues in development, such as human resources development; structural adjustment; institution building; sustainability; national execution; democratization; popular participation; privatization; new technologies; major political and economic shifts; tight resource constraints; and urgent new refugee and humanitarian needs.

92. The Unit found in its research that the key factor in improving cooperation among development organizations is performance. If the organizations involved have high-quality programmes and can deliver them promptly and efficiently, a mutually beneficial partnership can begin and continue. The many sources that JIU consulted emphasized however that the drastic changes noted above also present an urgent and fundamental challenge to the operational activities of United Nations organizations. As one veteran development assistance official bluntly put it, the organizations must "change or die" and they must keep changing.

93. From discussions of these issues with more than 100 international development officials, JIU derived the following list of 10 important factors that enable organizations to establish more effective cooperation with other development organizations, and to enhance their own technical cooperation success in the vastly more competitive development field which now exists:

1. Performance: timely, effective delivery of needed service;

2. The niche: identification or development of an area of comparative advantage;

3. Value-added requirement: addition of a value which others cannot match;

4. Pragmatic relationships: concentration on meaningful cooperative contacts at appropriate levels;

5. Strategic approach: formulation and articulation of a soundly conceived approach to development;

6. Market-oriented outlook: flexible responsiveness to clientele needs;

7. Organizational flexibility: action-oriented and adjustable organizational structure;

8. Factual self-promotion: realistic publicity concerning capabilities and accomplishments;

9. Competitiveness: constant performance improvement;

10. Quality control: concentration on results.

94. Part one of the report summarized here, on performance and innovation challenges, discusses changing patterns of international cooperation development and recent policy and programme reassessments. It then identifies inherent cooperation difficulties, and summarizes recent multilateral cooperation initiatives. The "performance imperative" views on cooperation set out above are presented, as well as the example of the excellent approach of the ILO to operational liaison with the World Bank.

95. In part two of the report, on examples of fresh approaches, the Inspectors present 22 examples of recent programme initiatives, operational reviews, and investment and project preparation activities in United Nations organizations. They believe that those efforts illustrate new approaches and ideas that other organizations might wish to consider.

96. While there has not really been much cooperation between United Nations organizations and multilateral financial institutions as yet, the situation is now changing and there is considerable potential for future joint activities. The key focal point in each organization must be the governing body or committee responsible for technical cooperation or operational activities for development, as well as senior managers who provide proposals, strategies and performance assessments to those bodies for consideration. With strengthened performance, responsiveness and innovation, the organizations can best serve member States in the vastly more competitive international development environment of the 1990s. The following recommendations are contained in the report:

Recommendation 1: Wherever United Nations organizations desire to enhance cooperative relationships with the multilateral financial institutions, their executive heads and the governing bodies responsible for operational activities for development should make a meaningful commitment to increasing the competitiveness of their programmes. To foster creativity, responsiveness, sustained performance improvement, and other elements of a competitive posture, competent authorities should ensure (a) an adequate allocation of resources; (b) an explicit priority given to deploying personnel to participate in cooperative programmes; (c) a planning effort to identify ways to improve performance; and (d) a review and evaluation process to measure results accurately and feed findings back into these allocation, deployment and planning processes.

Recommendation 2: If organizations decide to follow the competitive path presented above, the Inspectors also recommend that executive heads and governing bodies sustain this process by including as many as possible of the following topics in their periodic deliberations on technical cooperation activities, concentrating on results achieved, lessons learned, changing circumstances, emerging trends, and proposals for future strategies and initiatives: (a) significant cooperative actions, programmes, or funding or liaison arrangements with multilateral financial or other development institutions; (b) organizational reviews to consider operational improvements such as new efficiency measures, streamlined support services, or special task force structures; (c) significantly improved or new developmental strategies, services, or programmes under way; (d) new techniques or technologies being successfully applied to enhance development; (e) possibilities for better employing the advocacy, normative, standard-setting, advisory, analytical and/or research roles of the organization to strengthen its operational activities, with support from other parts of the organization; and (f) most difficult but perhaps most important of all, tightening the focus of the overall programme by identifying and further developing successful services and activities (i.e., what the organization does best), while also eliminating those that are obsolete, irrelevant or unsuccessful.

97. The report was sent on 28 January 1992 to the executive heads of all participating organizations of JIU for action.

E. Second report on the cost benefit of office accommodation for the Economic Commission for Latin America and the Caribbean at Port-of-Spain (JIU/REP/92/2)

98. As a follow-up to its previous study (JIU/NOTE/87/2) on the cost-benefit of the construction of an ECLAC office, at Santiago, JIU decided to pursue its analysis by a specific study of the problems of functional accommodation in the ECLAC office at Port-of-Spain, with a view to seeking a long-term and cost-effective solution.

99. At present the subregional office at Port-of-Spain is experiencing serious problems of space limitation and inconvenient location hampering its effectiveness. The premises, which are rented from a private contractor, have become too small for the needs of the office; working conditions are difficult because of lack of ventilation, storage space is non-existent and there are no parking facilities for visitors or staff.

100. The report submits various solutions to remedy these problems. As it now appears that the Government of Trinidad and Tobago is prepared to make suitable land available, at no cost, to the United Nations and other interested international organizations for the construction of a building to house these offices, the Inspector suggests that this option should be actively pursued and argues that if United Nation organizations had their own premises substantial savings would be made. The report contains the following recommendation:

Recommendation: The Economic Commission for Latin America and the Caribbean should take immediate steps with a view to negotiating with the government service concerned the acquisition of an adequate plot of land for the construction of a building to house the ECLAC office. In addition, all agencies that currently pay rents to third parties should bring to the attention of their respective organizations savings that would result from having their own land and building on a common international site, particularly as regards improved security, reduction in maintenance costs, etc.

101. The report was sent on 25 February 1992 to the Secretary-General for action, and to the other participating organizations of JIU for information.

F. Forward-looking assessment of technical cooperation programme of the International Civil Aviation Organization (JIU/REP/92/3)

102. The Council of ICAO requested JIU to make an urgent review of its technical cooperation programme. The first part of that review (see paras. 81-86 above) assessed the operating deficits in the programme and offered possible solutions. The second part, summarized here, concentrates on actions needed to ensure a strong and effective ICAO technical cooperation programme for the future.

103. International technical cooperation activities have recently undergone major changes. New requirements for planning, funding and implementing programmes and projects are being introduced. Many competent organizations are eager to provide development services and expertise in all fields, and

rapid continuing politico-economic changes are having dramatic and substantial impacts in all international sectors, including civil aviation.

104. The technical cooperation activities of ICAO have not yet responded to all these fundamental changes. In its own reviews, ICAO has acknowledged that it has not yet related its technical cooperation efforts to its overall objectives and organizational structure, prepared a strategic action plan, developed a more imaginative and competitive outlook, or changed management practices and attitudes in its technical cooperation work.

105. The International Civil Aviation Organization has considerable skills and capacities to assist all its contracting States to play a full role in a safe, orderly and interdependent international civil aviation system. But ICAO is only one of many organizations - international, governmental, non-governmental and private - competing for scarce funds to meet urgent development needs in civil aviation, and civil aviation is in turn only one of many competing economic and social sectors with urgent needs.

106. To achieve its overall objectives and strengthen international civil aviation, ICAO must above all demonstrate through high-quality performance that it can respond effectively to new challenges and needs, and that its technical cooperation programme and services deserves increased funding support.

107. Based on her review, and assuming that ICAO will now establish a clear policy, priority and status for technical cooperation, the Inspector concludes that ICAO needs much updated and more dynamic technical cooperation efforts. Change should begin with processes that enable ICAO to turn its past fragmented activities into a coherent and well-elaborated technical cooperation programme which can be steadily adjusted and improved in the future. The Inspector made the following recommendations:

Recommendation 1: ICAO should take the following actions to establish an integrated set of programme processes for its technical cooperation programme: (a) systematically develop a much more competitive technical cooperation posture; (b) as an urgent priority, prepare and adopt a basic programme strategy; (c) fill the existing evaluation officer post as the focal point for structured programme monitoring, evaluation, analysis, reporting and follow-up; and (d) include certain reporting topics in the periodic deliberations of its new Technical Cooperation Committee, with a concentration on results achieved and emerging opportunities. The establishment of these four programme processes is essential but not sufficient for a stronger ICAO technical cooperation programme in the future. Since nothing in an organization can work without people, the strategy, review and oversight processes must be matched by building up an organization that works better than its competitors. However, since circumstances are always changing and the work is never done, the new organizational structure for ICAO technical cooperation must be a flexible, responsive one that lets people and organizational performance keep on improving. The specific organizational structure will thus depend on the specifics of the basic programme strategy, and must change as the strategy changes.

Recommendation 2: ICAO should develop an organizational plan based on the new technical cooperation programme strategy and on a comprehensive review of the work processes of the technical cooperation programme as they relate to the new programme structure. In drawing up the organizational plan, the Inspector believes that the following main organizational and functional issues must be considered:

(a) Integration between the regular programme and the technical cooperation programme through the creation of a single budget to eliminate unnecessary functional barriers, and through the initiation of task-forces or interdepartmental committees between the regular programme and the technical cooperation programme to promote the direct involvement and responsibility of the entire organization for technical cooperation initiatives;

(b) The operational comparative advantage of the Technical Cooperation Bureau is technical cooperation, and only functions on aspects directly relating to technical cooperation should therefore be in the organizational and managerial structure of the Bureau. Functions not requiring specifc technical cooperation expertise should be handled by the similar functions in the regular programme;

(c) The capacity for planning, programming and anlaysis of technical cooperation must receive a prominent role through the creation of a specific section or function responsible for providing appropriate planning and programming capacity, including the capacity for national capacity building, sectoral analysis and appropriate forecasting;

(d) Operational flexibility has to be obtained by reconsidering the levels of functional coordination. It is imperative that as programme size changes, the organizational capacity changes accordingly. Under the present circumstances, it might be appropriate to implement a less rigid organization at Headquarters along global, functional lines rather than regional sections, supported by decentralization of more functions to the regional level as the "front line" of ICAO technical cooperation;

(e) In each of these areas, the objective should be to streamline and strengthen technical cooperation operations through improved systems, technology and structures. At the same time, the interests and concerns of ICAO staff should receive full consideration, since their skills, dedication and morale are the essential resources underlying an effective ICAO technical cooperation programme for the future.

108. The report was sent on 31 March 1992 to the Secretary-General of ICAO for action, and to the other participating organizations of JIU for information. In addition, in conformity with article II, paragraph 1, of the JIU statute, a confidential letter was sent to the ICAO secretariat by the Inspector.

G. Revised round-table process (JIU/REP/92/4)

109. The report here summarized was included in the work programme of JIU at the request of FAO. When JIU decided to undertake this study, it had in mind to examine the usefulness of the round-table machinery, which was created 20 years ago to assist the least developed countries in raising additional funds for technical cooperation.

110. While the round-table process, during the 20 years of its existence, had undergone many changes in order to cope with development issues in the least developed countries themselves and the United Nations as a whole, it was clear that the round-table mechanism had become more and more complex and diversified. In fact, it was necessary that the developments in this process should be examined and its usefulness evaluated.

111. The major obstacle of achieving the objectives of the round tables was not only the absence of administrative infrastructure, or the lack of cadres, or the low absorption capacity of the least developed countries, altough these are undeniable. Indeed, the multiplicity of studies undertaken and their close involvement with those of the national technical cooperation assessement programmes, with country programming, the mid-term review, the development cooperation reviews, the structural adjustment programmes, and projects and programmes carried out by the United Nations or the World Bank to strenghten forecasting, programming, planning and coordination services, have meant that the profile of the round-table process was no longer clearly perceived and its specific usefulness had become obscure.

112. The round-table cycles entailed the organization of numerous meetings within the contry and abroad, at different levels and attended by different participants depending on the subject; the preparation of several global and sectoral strategy documents, and macroeconomic analyses; and the collection of data and information on aid, cooperation, institutional infrastructure, human resources, etc. In contrast, the round tables made litle effort to assess the impact of the various activites, to estimate the amounts generated or to measure the effectiveness of the various programmes.

113. In addition, the round tables suffered from a number of weaknesses, namely, absence of formal agreements seting out the rights and duties of the participants (UNDP, least developed country, donors). No party to round-table arrangements has been required to provide specific aid or assistance, or specifc funds, for any specific activity, on a specific date. In the absence of firm financial commitments, any attempt to programme the round-table process became hazardous.

114. This raised the overall problem of the responsibility of beneficiary countries for the success or failure of round-table activities. The Inspector shared the view of all those he met in the countries visited and of those officials as the United Nations organizations responsible, in various capacities, for formulating and implementing technical cooperation policies in general, and round tables in particular, that the beneficiary countries should themselves be induced to design, execute and assess projects and programmes designed to apply for financing through the round-table cycle. Although the programme-based approach, government execution and the employment of national experts were major steps by UNDP in the right direction, it was the Inspector's considered view that the United Nations system still, too often, acted as a substitute for the authorities of the country concerned with the implementation of round-table mechanism.

115. In order to allocate to the round-table process specific tasks that distinguish it from other technical cooperation activities, to reduce the number of round-table meetings and the excessively general and redundant documentation, the three main objectives of round-tables analysed in the main

part of the report, namely, (1) the generation of additional resources; (2) the strengthening of capacities and infrastructures for aid coordination and management; and (3) the formulation of long-term strategies, should be reviewed.

116. Now that virtually all least developed countries with round-table arrangements also have national technical cooperation assessment programmes and structural adjustment programmes, the round-table process should focus on areas where no other sources of financing existed. It should essentially assist beneficiary countries in effectively generating substantial additional funds for development. The report contained the following recommendations:

Recommendation 1: The round-table process should aim, within the framework of a simplified and less cumbersome procedure, at assisting those least developed countries that so desire to hold annual meetings to reduce their debt and to generate additional funds for financing priority projects for which no other source of financing has been found. The funds generated through the round tables should be allocated directly to UNDP, or to the United Nations and the specialized agencies, or to the beneficiary Governments responsible for execution of the projects, in order to reduce the number of intermediaries and shorten time-lags.

Recommendation 2: With the aim of simplifying round-table activities and avoiding duplication, round tables should leave to national technical cooperation assessment programmes the task of assisting the Governments concerned in setting up or strenghtening services responsible for collecting data and statistics on aid and technical cooperation, the coordination of aid and channelling it towards the execution of operational projects and programmes. These activities should be designed to enable the beneficiary Governments effectively to undertake, without assistance, all tasks relating to the coordination and management of aid and technical cooperation. In cooperation with the few least developed countries that do not yet have any national technical cooperation assessment programme arrangements, UNDP should consider the possibility of concluding agreements with them to introduce this procedure and achieving with them a rational distribution of tasks between the round tables and the national programmes.

Recommendation 3: In order to consolidate the various macroeconomic studies and economic and social programmes and plans, and to integrate them within long-term development strategies, while reducing overlapping, duplication, loss of time and the wasting of financial and human resources, UNDP should help the least developed countries concerned to set up, or strengthen, government services responsible for preparing and updating long-term strategies reflecting the Government's chief priorities and policies, and providing a framework for the action of the various bilateral and multilateral partners.

117. The report was sent for action to the Secretary-General on 10 August 1991 and to the other participating organizations of JIU for information.

H. Note on the contingency margin of the United Nations Industrial Development Organization budget (JIU/NOTE/91/2)

118. The Unit issued a report on the budgeting of the organizations of the United Nations system (A/45/130), in which the Inspector indicated his intention to conduct follow-up studies on specific issues. The Inspector became aware of the increasing problems of UNIDO budgeting and financing in connection with its contigency margin, which complicated the serious financial situation at UNIDO by creating administrative and management difficulties. The Unit decided to present a note specifically on the contingency margin of UNIDO, which was introduced in 1988-1989 as a 15 per cent "reserve of appropriations".

119. After conducting a review of the application of the contingency margin and its impact on the activities of UNIDO and in the light of ACC comments, the note concludes that (a) the introduction of a contingency margin does not assist in the financial management of the funds available to UNIDO, disrupts the smooth planning of programme implementation and causes serious administrative difficulties; (b) the imposition of a mandatory contingency margin goes against the principle that approved programme and budgets should be carried out in full; and (c) a contingency margin does not encourage member States to pay their assessed contributions in full and on time. The note also contains the following recommendation:

Recommendation: The Inspector recommends that UNIDO discontinue the practice of introducing mandatory contingency margins through "reserves of appropriations" for its programme and budgets from the 1992-1993 biennium onwards.

120. The note was sent on 17 October 1991 to the Director-General of UNIDO and to the other participating organizations of JIU for information.

Notes

1/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 34 (A/46/34).

2/ See A/47/16 (Part I); for the printed text, see Official Records of the General Assembly, Forty-seventh Session, Supplement No. 16 (A/47/16).

كيفية الحصول على منشورات الأمم المتحدة

يمكن الحصول على منشورات الأمم المتحدة من المكتبات ودور التوزيع في جميع أنحاء العالم . استعلم عنها من المكتبة التي تتعامل معها أو اكتب إلى : الأمم المتحدة ، قسم البيع في نيويورك أو في جنيف .

如何购取联合国出版物

联合国出版物在全世界各地的书店和经售处均有发售。请向书店询问或写信到纽约或日内瓦的联合国销售组。

HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre libraire ou adressez-vous à : Nations Unies, Section des ventes, New York ou Genève.

КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.

Litho in United Nations, New York ISSN 0255-1969 39598—October 1992—4,135